

# WAYNESBORO LAND USE GUIDE

## RECOMMENDATIONS

The following recommendations will be the vehicle to put the land use plan into action. These recommendations further describe the plan and the tasks that must be undertaken to realize the community's vision depicted in the plan.

### 1.0 GENERAL

In addition to recommendations regarding land use, urban design, character and cultural resources, transportation and open space, there are some recommendations that affect the implementation of the overall plan. They are provided in this initial set of recommendations to underscore their importance in establishing an orderly approach to implementation early in the implementation phase.

Recommendation 1: Implement the plan for the future of Waynesboro as set forth in this Land Use Guide.

Recommendation 2: Rewrite the city's zoning ordinance to accommodate new uses specified in the Proposed Land Use Plan and to modify existing regulations to promote preferred development patterns and urban design and reduce obstacles to desired change.

Recommendation 3: Update the Land Use Guide on a regular basis and not less than once every five years to address the changing needs of Waynesboro.

Recommendation 4: Consider "rebranding" Waynesboro to position it in the region and the state and to inform decisions that ideally would support and reinforce the city's identity.

### 2.0 DOWNTOWN

The success of downtown as a destination for residents and visitors, as well as a preferred business and residential location, is critical for positive growth of Waynesboro. Understanding the critical role downtown will play for the future of Waynesboro is key to revitalizing and redeveloping this portion of the city. For this reason, recommendations pertaining to downtown have been separated from the rest.

Recommendation 1: Redefine boundaries of downtown to include Broad Street and portions of East Main Street and West Main Street.

Recommendation 2: Develop a comprehensive vision for downtown by creating a Downtown Master Plan with boundaries similar to the downtown area as delineated on the Proposed Land Use Plan.

Recommendation 3: Identify a set of catalyst sites/projects that will help in building momentum for downtown redevelopment.

Recommendation 4: Evaluate the city's current organizational capacity to effect change in downtown in accordance with the Land Use Guide and a downtown master plan, as described above if completed and implemented.

Recommendation 5: Continue current and create a new set of incentives for downtown that will not only initiate re-investment in downtown but also create a variety of destination uses to make downtown more vibrant.

Recommendation 6: As part of the broader branding and marketing effort for the city and in conjunction with the preparation of a downtown master plan (see Recommendation 2 above and Recommendation 4 under 1.0 General), develop a branding and marketing program for downtown to promote it as the preferred location to attract future visitors, residents and tenants.



SOURCE: CONSERVATION DESIGN FOR SUBDIVISIONS, RANDALL ARENDT

WHILE THE TOP IMAGE SHOWS A TYPICAL SUBDIVISION DESIGN, THE BOTTOM IMAGE SHOWS THE SAME NUMBER OF UNITS CLUSTERED, THEREBY PRESERVING OPEN SPACE.

Recommendation 1: Incorporate conservation subdivision and clustering as by-right options in the subdivision ordinance and in all residential zoning districts.

Recommendation 2: Maintain and promote the density patterns as indicated on the Proposed Land Use Plan.

Recommendation 3: Encourage residential development and conversions in downtown.

Recommendation 4: Support a variety of housing choices in Waynesboro.

Recommendation 5: Encourage housing opportunities for all segments of the community.

Recommendation 6: Create neighborhood plans throughout the city to guide improvements, such as appropriate infill development, streetscape enhancements and infrastructure improvements.

### 3.3 Commercial

Like many other downtowns and cities across the US, Waynesboro has seen some decline in downtown retail, while other areas of the city, particularly areas with highway access and visibility, have seen increases in commercial activity. Rosser Avenue and Lew Dewitt Boulevard, for example, are corridors that have experienced significant growth in big box retailers and highway-oriented development that also supports a growing employment and residential population. To complement downtown and support revitalization efforts, a distinction between downtown uses and uses appropriate for commercial areas outside of downtown must be made. Commercial uses as discussed here include both retail and office uses.

Recommendation 1: Seek funding for improvements and create incentives to attract new retail in downtown.

Recommendation 2: Accommodate neighborhood-oriented retail at the following locations, as shown on the Proposed Land Use Plan:

- Hopeman Parkway at King Avenue
- Intersection near Delphine Avenue and E. Main Street
- Rosser Avenue near its intersections with 11th, 12th and 13th streets.

Recommendation 3: Continue to promote highway-oriented retail where access and infrastructure can support it, as shown on the Proposed Land Use Plan: Rosser Avenue at I-64 and along Lew Dewitt Boulevard.

### 3.4 Mixed-Use

Every community has areas where it is appropriate to find a mixture of complementary uses in a compact, walkable environment. Downtowns are an example of such places. Six areas, designated as A, B, C, D, E and F are shown as mixed-use on the Proposed Land Use Plan. Although each of these areas allows for a mix of uses, they promote varying types of mixes to achieve different objectives, as described earlier in this guide.

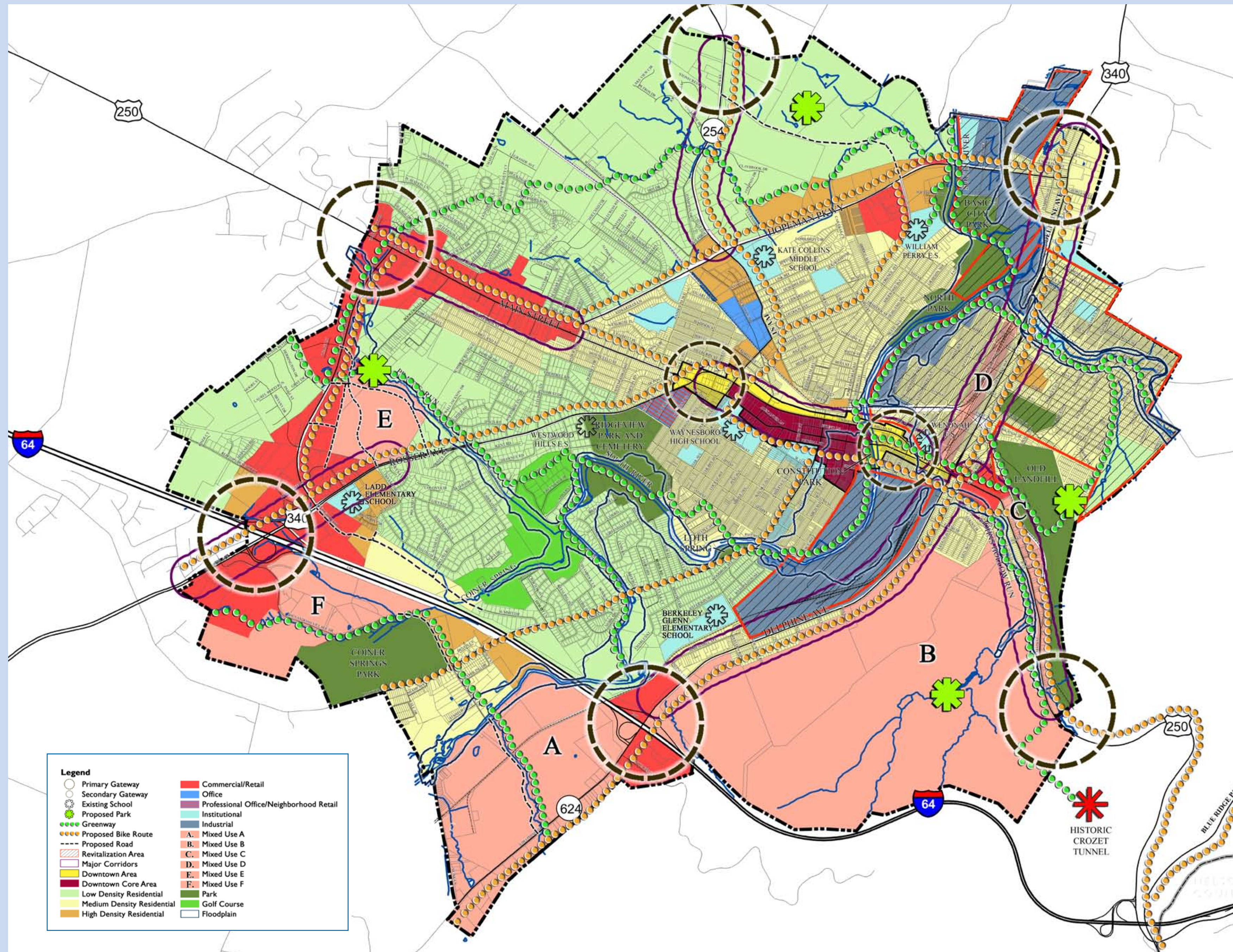


THERE ARE OPPORTUNITIES FOR MIXED-USE DEVELOPMENT IN WAYNESBORO, WHERE TWO OR MORE COMPLEMENTARY USES ARE LOCATED TOGETHER.

Recommendation 1: Create a mixed-use district—or set of districts—to add to the zoning ordinance.

Recommendation 2: Prepare small area plans for several areas of the city, especially those identified as mixed-use areas and in designated revitalization areas and neighborhoods.

Recommendation 3: Support revitalization efforts along Commerce Avenue in the former Basic City.



### 3.0 LAND USE

The Proposed Land Use Plan calls for several new land use categories, including employment uses, and emphasizes mixed-use development in key locations. The following recommendations are aimed at accommodating the uses envisioned in the areas indicated on the Proposed Land Use Plan.

#### 3.1 Office/Employment

Recommendation 1: Encourage office and employment uses in the areas identified on the Proposed Land Use Plan.

Recommendation 2: In the short-term, maintain and bolster the existing industrial areas, facilitating expansions and other improvements that may be needed to keep existing industrial uses in operation.

Recommendation 3: Over the long-term, continually evaluate opportunities for adaptive reuse or redevelopment of existing industrial sites for alternative uses, particularly employment uses.

Recommendation 4: Investigate the possibility of Tax Increment Financing (TIF) in the revitalization of several areas in Waynesboro, such as the former Basic City and downtown.

#### 3.2 Residential

The recommendations contained herein are aimed at providing a variety of housing choices to cater to different demographic groups. The plan advocates putting more compact residential close to areas of more intense activity, such as downtown, the area near Hopeman Parkway in northern Waynesboro and around the I-64 and Rosser Avenue interchange.



HISTORIC HOMES, SUCH AS THE FRY HOUSE BUILT IN 1891, MAKE TREE STREETS ONE OF THE MOST DESIRABLE NEIGHBORHOODS IN WAYNESBORO.

Recommendation 4: Remove zoning inconsistencies in districts by zoning some of the obsolete uses that are not compatible with existing surrounding uses, provided zoning reflects infrastructure capacity and environmental constraints.

Recommendation 5: Encourage mixed-use development at Pratt's Run between Rosser Avenue and Lew Dewitt Boulevard.

### 3.5 Civic and Institutional

Civic and institutional uses add to the rich mixture of uses throughout the city. Deliberately located in key locations, these uses can serve as organizing elements and focal points in neighborhoods, include facilities that meet a variety of community needs (i.e., meeting and/or recreation space) and generate activity in areas that need to be reinvigorated. The following recommendations identify opportunities to locate such uses in areas where they will be most beneficial and support city's cultural, educational, economic, recreation and other goals.

Recommendation 1: Celebrate Waynesboro's culture and history by supporting those institutions that promote them.

Recommendation 2: Concentrate civic and institutional uses in areas that are targeted to be destinations within the city, such as downtown.

Recommendation 3: The city should work with the Waynesboro School Board and public schools administration to evaluate the need for new schools (ideally through an update to the school facilities plan), and take steps to reserve future school sites in growing areas of the city where such schools are needed.

### 3.6 Parks, Open Space and Greenways

A critical element of any city is its number, location and types of public spaces. The following recommendations are consistent with the concept reflected in the plan, which seeks to recognize the importance of existing parks, open space and other public outdoor gathering places, and calls for additional greenways as a means to better connect these spaces and future parks throughout Waynesboro.

Recommendation 1: Expand the parks inventory by creating new parks that provide variety while helping the city achieve minimum level of service standards for the residents of Waynesboro.

Recommendation 2: Improve connectivity between parks, open spaces and other public outdoor gathering places.



THE NEARBY CROZET TUNNEL, JUST EAST OF THE CITY, PROVIDES A GREAT OPPORTUNITY TO PARTICIPATE IN A REGIONAL GREENWAY INITIATIVE.

Recommendation 3: Direct residents and visitors to key resources and destinations effectively with signage.

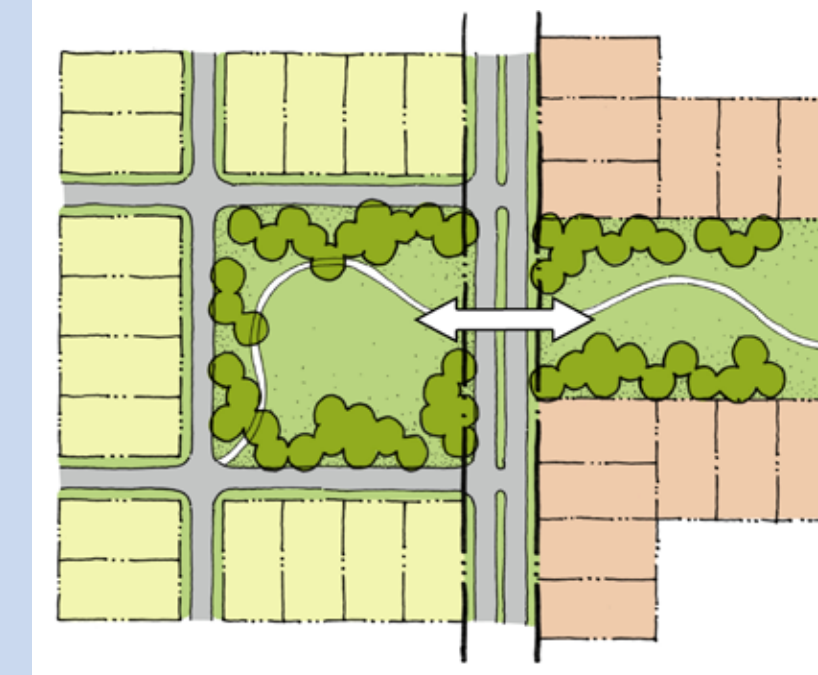
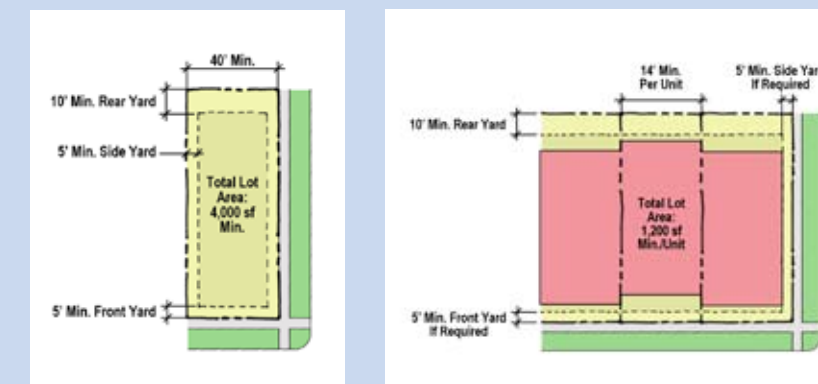
Recommendation 4: Take advantage of Waynesboro's location near state and national parks and natural resources.



THE SOUTH RIVER PROVIDES AN EXCELLENT OPPORTUNITY TO PARTICIPATE IN THE GREENWAY INITIATIVE AS WELL.

### 4.0 URBAN DESIGN

Great urban design establishes and reinforces community identity, makes for an appealing destination and may ultimately enhance property values. Building on the strong urban fabric of Waynesboro's core, attention to scale and placement as well as architectural rhythm, style, proportions and materials could help reinforce the overall character of the built environment in new development and redevelopment.



ATTENTION TO SCALE AND PLACEMENT COULD HELP REINFORCE THE OVERALL CHARACTER OF THE BUILT ENVIRONMENT IN NEW DEVELOPMENT AND REDEVELOPMENT.

Recommendation 1: Establish design guidelines to communicate to developers and potential investors the community's desires for development and redevelopment.

Recommendation 2: Evaluate the current set of corridor overlay districts and modify or add districts as needed to improve the appearance of the city's most important corridors.

Recommendation 3: Promote a safe, interconnected network of neighborhood streets that effectively manages cut-through traffic.

Recommendation 4: Encourage a coherent transition from rural to urban areas especially around the city's borders with Augusta County.

### 5.0 TRANSPORTATION

Recommendation 1: Complete a comprehensive bicycle and pedestrian facility plan.

Recommendation 2: Encourage and facilitate additional vehicular connectivity throughout the city.

Recommendation 3: Require an interconnected system of streets for all new development by creating opportunities for future street connections to other neighborhoods, major destinations and corridors.

Recommendation 4: Enhance alternative modes of transportation, such as bicycle and pedestrian, with improved connectivity.

Recommendation 5: Establish a city-wide minimum impact Level of Service of "C" for all intersection approaches to be applied in all land development reviews.

Recommendation 6: Corridor overlay district guidelines should address functional as well as aesthetic characteristics of arterial roads.

Recommendation 7: Evaluate the existing parking requirements in an effort to reduce excess parking that contributes to impervious surface and sprawl.

Recommendation 8: Allow opportunities for developing uses to take advantage of shared parking opportunities.

Recommendation 9: Create and fund a Capital Improvement Plan (CIP) that addresses the transportation needs of the city.

Recommendation 10: As the population of Waynesboro

### MIXED USE DISTRICTS

Area A: Allow for the following mix of uses in the area shown on the Proposed Land Use Plan as Mixed-Use A: office and employment uses complemented by compatible uses, such as medium and higher density residential and supportive retail (i.e., restaurants, drug stores, dry cleaners, convenience stores).

Area B: Allow for the following mix of uses in the area shown on the Proposed Land Use Plan as Mixed-Use B: uses related to art, artists and arts-related organizations; active living communities for seniors; sustainable businesses designed to be mindful of the environment; a conference center and accommodations; retail; residential; institutional; as well as uses enhancing access to the region's natural outdoor amenities, such as parks, open space etc.

Area C: Allow for the following mix of uses in the area shown on the Proposed Land Use Plan as Mixed-Use C: uses associated with recreation and travel, such as retail that caters to hikers, cyclists, kayakers and canoeists; medium to high density residential; small restaurants and office uses.

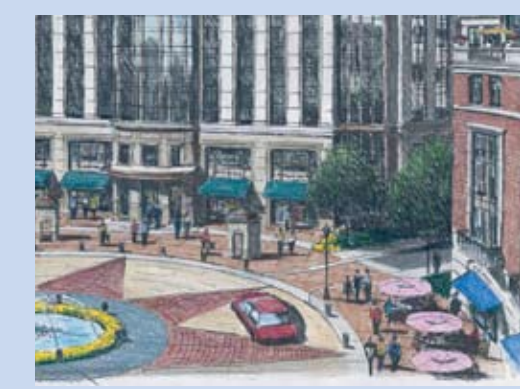
Area D: Allow for the following mix of uses in the area shown on the Proposed Land Use Plan as Mixed-Use D: civic spaces, public parks, restaurants, convenience retail and a variety of residential housing types.

Area E: Allow for the following mix of uses in the area shown on the Proposed Land Use Plan as Mixed-Use E: uses that include commercial, retail, various residential housing types, parks and open space. An extension of Tiffany Drive to connect to Rosser Avenue and Lew Dewitt Boulevard is essential to the development of this area.

Area F: Allow for a mix of uses emphasizing employment centers (office, light industrial, and flex space) and permit expansion of retailing consistent with the developing Waynesboro Town Center. An additional point of ingress and egress, such as the extension of Shenandoah Village Drive to the east, is crucial for future development of the area.



MIXED USE AREA A: PIEDMONT TOWN CENTER, CHARLOTTE, NC



MIXED USE AREA A: PIEDMONT TOWN CENTER, CHARLOTTE, NC



MIXED USE AREA B: PENLAND SCHOOL OF CRAFTS GALLERY



MIXED USE AREA B: PENLAND SCHOOL OF CRAFTS SCREEN PRINTING CLASS



MIXED USE AREA B: TREEHAVEN RESIDENTIAL NATURAL RESOURCES EDUCATION AND CONFERENCE FACILITY



MIXED USE AREA B: TREEHAVEN RESIDENTIAL NATURAL RESOURCES EDUCATION AND CONFERENCE FACILITY



MIXED USE AREA C: OUTFITTER STORE



MIXED USE AREA D & E: TRADITIONAL MIXED USE



MIXED USE AREA D & E: TRADITIONAL MIXED USE

increases, continue to pursue a means to provide transit options to improve circulation and expand transportation choices, especially in regards to individuals that may have special mobility needs.

### 6.0 CHARACTER & CULTURAL RESOURCES

Recommendation 1: Increase the possibility of preserving residential and commercial buildings that are of significance to Waynesboro.

Recommendation 2: Engage residents to participate in the city's efforts to revitalize and redevelop existing neighborhoods.



RAISING AWARENESS ABOUT CULTURAL RESOURCES IS CRITICAL FOR PRESERVATION AND STRENGTHENING DOWNTOWN AS A DESTINATION. (WAYNE THEATER ON MAIN STREET)

Recommendation 3: Identify methods to undertake—and fund—mapping of the Jones Hollow Dam inundation zone.

Recommendation 4: Pursue stream restoration programs related to the urban trout fishery program for the South River.

Recommendation 5: Protect local wetland areas.

Recommendation 6: Continue to encourage river clean-up and good practices associated with maintaining and improving water quality.

Recommendation 7: Develop a lighting ordinance in order to reduce the detrimental effect of light pollution.

Recommendation 8: Establish a program to maintain and enhance the "urban forest" within Waynesboro.

Recommendation 9: Improve the quality of development with landscape vegetation.

Recommendation 10: As the population of Waynesboro

Recommendation 1: Implement the stormwater management program.

Recommendation 2: Identify method to undertake—and fund—

mapping for the floodplain, differentiating between the 100-year floodplain and the floodway.

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IT IS CRITICAL TO PROTECT LOCAL WETLAND AREAS TO MAINTAIN AND IMPROVE WATER QUALITY.

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For a link to the complete Land Use Guide, please visit us on the web at [www.waynesboro.va.us](http://www.waynesboro.va.us).

CITY OF WAYNESBORO, CHARLES YANCEY MUNICIPAL BUILDING,  
503 W. MAIN STREET, WAYNESBORO, VA 22950

## PROCESS TO CREATE THE GUIDE

Prior to the project's initiation, an Advisory Committee consisting of business representatives, citizens and representatives of various local boards and commissions, who represent a broad cross-section of the Waynesboro community was selected to guide the process. Members of the planning commission and the city's professional staff were also valuable participants in the development of this guide.

In addition, the creation of this guide required significant research and community input. Initially, a substantial number of adopted documents, reports and plans were reviewed. Including the following: *The City of Waynesboro 1998 Comprehensive Plan, Draft Sections and Elements of the 2003 (current) Plan Update Process, Minutes from the Planning Commission Comprehensive Plan work sessions and public meeting, The Waynesboro Greenway Conceptual Master Plan, The Waynesboro Downtown Revitalization Master Plan, Central Shenandoah Valley Bicycle Plan (June 2005), The city's Capital Improvements Plan FY 2007–FY 2011, The Waynesboro 2020 Transportation Plan, The Lew Dewitt Access Management Plan, The Industrial Development Authority's Economic Development Strategic Plan, Waynesboro City Council Vision Plan for 2018, Augusta County, City of Staunton and City of Waynesboro Facts and Figures 2006, McCormick Taylor Traffic Control Coordination Study, Augusta County Comprehensive Plan*

The information uncovered while reviewing these documents, reports and plans was supplemented with direct input from key stakeholders. These stakeholders represented a variety of interests, and more importantly, deal on a regular basis with one or more aspects of the issues addressed by this guide. They were interviewed early in the planning process. The information gathered from these individuals aided in the process by providing an additional layer of information that cannot be gleaned from reports, observations in the field or data analysis. Their collective input complements the information received from the public and the Advisory Committee.

In addition, at a critical point in this process, a two-day charrette, or design workshop, was held so that city staff, the Advisory Committee, key stakeholders and citizens could participate in exercises to draw and design the future of Waynesboro, reflecting potential change and improvement. The plans were later refined and presented to the public.

In fact, the public was continually involved in the process to create this guide, attending three community workshops over the course of the project. In addition, there were four Advisory Committee meetings, a number of meetings with the planning commission and one joint workshop with the planning commission and the city council.



### WAYNESBORO LAND USE GUIDE PREPARED BY

The City of Waynesboro's Land Use Guide is developed through a process initiated by the city and managed by the consultant team of LandDesign. This report has been added by the Waynesboro Land Use Guide Advisory Committee. These individuals, selected by the city for their intimate knowledge of the issues facing Waynesboro, as well as for their diverse perspectives, were instrumental in helping the consultant team.

### MEMBERS OF THE LAND USE GUIDE ADVISORY COMMITTEE

Greg Bruno Joe Honbarrier\* Bob Humphrey Barger Jeutter-Robertson Rick Kane David L. Ledbetter Terry R. Short, Jr. Meghan Williamson\* Mary McDermott

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David Bihl Harry L. Colman Terry Short Cary Bennett W. Jerry Thomas Jeanie McCutcheon Gregory Bruno (Term Expired 08/31/07) Lorie Smith (City Council Liaison)

## INTRODUCTION

Crafted during late 2007 and early 2008, the Waynesboro Land Use Guide was created in response to the city's need for a vision of its future development pattern, and to address current challenges and take advantage of existing opportunities for community development. This guide focuses on land use with recognition of the existing land development pattern and envisions future uses. The guide seeks to reinforce downtown; revitalize designated areas, such as the former Basic City area; and address growth pressure in rapidly developing portions of the city, especially in the western portions of Waynesboro where much retail has moved to be near the automobile-oriented development near I-64, and the northern portion of the city where residential development continues to expand. This guide also addresses land use decisions that will affect the natural environment, particularly flooding in certain parts of the city, the character of Waynesboro's historic buildings and historic neighborhoods and community transportation systems.

## PURPOSE OF THE LAND USE GUIDE

The overriding objective of this guide is to develop mechanisms that will inform near-term and future land use decisions made to support the city's development goals and preserve its character. Strategically managing growth and its inevitable impacts is critical to Waynesboro's long-term economic health and quality of life. As a growth management tool, this guide seeks to balance growth pressure with preservation, identify where development will occur and what form it will take, and what strategies are necessary to achieve positive change, facilitate infrastructure improvements to support growth and address inadequacies of current regulations.

## KEY OBJECTIVES, ISSUES, & OPPORTUNITIES

Through a detailed investigation into the factors affecting Waynesboro, including information from the Advisory Committee, document and report review and stakeholder interviews, an Issues and Opportunities Report was generated. This report became the basis for the Land Use Guide and identified opportunities and constraints revealed during the preliminary information-gathering activities, as well as identified the following objectives:

- Make Waynesboro a destination for cultural events, arts and recreation
- Preserve the small town feel
- Preserve key open spaces
- Reserve open space via development and redevelopment
- Make downtown an active center of the city that offers a variety of activities for all ages
- Make the South River an active and accessible asset
- Establish a greenway system along the river and throughout the city.
- Stabilize and revitalize neighborhoods in the former Basic City area and the eastside of the city in general
- Identify gateways into the city
- Encourage mixed-use neighborhoods



HISTORIC PRESERVATION AND ADAPTIVE REUSE (FAIRFAX HALL, RESERVOIR STREET) REDEVELOPMENT AREA (COMMERCE AVENUE) LOCAL LANDSCAPE AND OPEN SPACE

## THE LAND USE PLAN

The plan for Waynesboro addresses downtown and its core, new land uses and growth in the lesser developed areas of the city, mixed-use development, commercial areas and corridors, gateways, parks and open space, community character and transportation, including new roadways and bicycle and pedestrian amenities.



## ABOUT THE LAND USE PLAN

The Waynesboro Land Use Guide is a conceptual representation that illustrates the development patterns leaders and citizens of Waynesboro envision for the future of the study area. The features depicted on the plan (see reverse side) are described here. Areas of existing development where little or no change in the development pattern is anticipated, such as the three residential areas, are only briefly described or not described at all. The emphasis is placed on the categories that are relatively new to Waynesboro or represent a significant departure from the existing development pattern.

### AVAILABLE LAND

To address growth in lesser developed areas, the proposed Land Use Plan promotes new land uses that Waynesboro currently lacks or finds in limited supply. These include more compact and varied residential uses, new employment uses focusing on clean, sustainable industries such as telecommunications and Web-based technologies, data management, and a variety of mixed-use areas that will offer unique development patterns in the future.

With many young professionals, empty nesters and retirees looking to communities such as Waynesboro for their proximities to natural resources such as the nearby Skyline Drive and the Shenandoah National Park, Blue Ridge Parkway, Appalachian Trail and George Washington National Forest, as well as for access to educational institutions and cultural arts, it makes sense to encourage the development of alternative housing types that appeal to those demographic groups. Some homeowners today, including young professionals as well as active seniors, want less maintenance than a home with a yard requires. Opportunities for alternative housing types and, in appropriate locations, at higher residential densities, are shown on the proposed Land Use Plan.

The plan reflects the vision for new types of employment uses that focus on technology-based, non-polluting industries such as telecommunications and computer technologies. This strategic effort to attract these types of businesses is increasingly important as traditional industrial and manufacturing jobs continue to move out of the country. It also takes advantage of the city's proximity to institutions of higher learning throughout the region and could take advantage of nTelos and the fiber optic network it has to offer. With their support, the city could really advance its recruitment efforts in attracting these employers.

### DOWNTOWN WAYNESBORO

The Land Use Plan recognizes two geographies in downtown, the traditional core and the areas along Broad Street and East and West Main Street immediately adjacent to it. Despite downtown's constraints, including the loss of retail, lack of investment and re-investment, periodic river flooding and stormwater issues, the general consensus is that downtown offers redevelopment opportunities at the core and in the areas adjacent to it, where supporting land uses are complementary to those found at the core. To reinvigorate the core and make downtown Waynesboro a destination, the emphasis is on mixed-use development, coupled with the intention to emphasize the city's artisan culture and adaptively reuse historic buildings. The plan indicates support for:

- Creating an attractive, usable destination park that will attract people to downtown.
- Creating opportunities for people to live in downtown.
- Attracting destination uses, such as restaurants, art galleries and other entertainment uses.

- Preserving the historic character.
- Building upon initiatives such as the recent redevelopment of the Waynesboro Heritage Foundation Museum and the ongoing renovation of the Wayne Theater.

### RESIDENTIAL

Three types of predominately residential areas are shown on the plan: high, medium, and low. The plan reflects the community's desire to maintain these residential areas, complement them with like development. Promote a more compact form of development in areas where the infrastructure can support more development, as shown on the Proposed Land Use Plan. High density residential areas will allow densities of up to 16 DUA. Medium density residential development in designated areas will allow densities of up to 8 DUA. Low density areas allow densities of up to 3 to 4 dwelling units per acre (DUA) in these areas.

### MIXED-USE AREAS

A number of mixed-use opportunities exist in various areas of the city. Shown on the proposed Land Use Plan as areas A, B, C, D, E and F, and briefly described below, they are described as such based on their existing development patterns and their future potential.

#### • MIXED-USE A

The plan supports in Mixed-Use A development of the site known locally as "Opportunity Park" that is in keeping with a concept for a mixture of uses sensitively integrated into the landscape. This development could reinforce a new direction for Waynesboro regarding employment as traditional heavy-manufacturing continues to decline in the U.S. The plan calls for creating a mixed-use environment that is in sharp contrast to the single-use, isolated business parks of the 1980s and 1990s.

Located in the southern portion of Waynesboro, Mixed-Use A calls for the blend of office uses that accommodate "clean industry." This primary mixture of office uses could integrate retail uses into the development to serve the needs of area workers and residents, as well as some highway traffic. These office uses may be concentrated in the area immediately adjacent to VA 624. Housing in Mixed-Use A could be high density residential transitioning to lower densities in the western portion of this area away from the office and other non-residential uses.

Access to rail may continue to be an advantage for sites in Mixed-Use A; however, with the continued loss of manufacturing, the potential users (tenants) of the site are less likely to be rail dependent. The area designated as Mixed-Use A is located at the front door of Waynesboro and is not the best location for warehousing, which is perhaps the most likely user of rail.

A cohesive master plan is needed for this area to ensure that any change in the current zoning provides an appropriate emphasis on employment-related uses with a compatible mix of housing and supporting commercial uses. The master plan would create interconnected neighborhoods in a pedestrian friendly environment and would respect natural features including creeks, floodplain areas and unique topography. The development of a significant extension of Skyline Drive and the Blue Ridge Parkway in terms of its stone work and landscaping.

#### • MIXED-USE B

The plan supports in Mixed-Use B the development of the site known as the "Bruchheim property" that is in keeping with a concept

for a mixture of uses sensitively integrated into the landscape. Near a future front door for the city, this development could enhance Waynesboro's image and help reposition the city competitively in the region.

As shown on the Proposed Land Use Plan, this area is Waynesboro's greatest opportunity to do something unique to redefine itself in the region, to attract visitors, new businesses and make Waynesboro a more desirable destination. Its size and location near natural resources such as the George Washington National Forest and the Shenandoah National Park, as well as area attractions such as the planned Crozet Tunnel, Skyline Drive and the Blue Ridge Parkway, are distinct advantages.

The mixture of future uses in Mixed-Use B could include residential and non-residential uses in keeping with the common vision, one that builds on the assets and opportunities of the city and that aims to strengthen the economic health of the city over the long-term. Three examples are the history of—and continuing interest in—art in the community. Waynesboro's recreational destinations and institutions of higher learning in the region. With this in mind, future development on the site could encompass a mix of uses that includes the following:

- Conference center
- Educational center / facilities
- Hotel / accommodations
- Lodging for conference and other visitors
- Residential units, including active living communities for seniors
- Commercial uses that support retail, office uses, artists' studios
- Environmentally friendly, sustainable new businesses

The natural features of the Bruchheim property could enhance the overall concept, so a conservation approach should be considered in the design of this mixed-use development. In the past, homeowners paid a premium for lots abutting golf courses, as the proximity to green open space is desirable. Today, developments that integrate other types of open space, including wooded areas preserved in their natural state, command comparable prices as well. And the property owners association can enjoy lower maintenance fees than those associated with golf course maintenance.

Conservation of key environmental features is a primary concern to any development plan for the property. The property is currently forested and possesses steep slopes, a floodplain and flood control dam, likely wetland areas and important viewsheds.

*Note: Precedents considered during the plan's creative process included Penland, a center for the study of music and the arts located in the mountains of western North Carolina. Penland has 43 structures on 400 acres that house as many as 1,200 visitors annually that come to attend one- and two-week classes during summer months and eight-week sessions each spring and fall.*

#### • MIXED-USE C

Mixed-Use C, located near the city's eastern boundary along US 250 and East Main Street as it enters Waynesboro, is another area suitable for a mix of uses. Appropriate land uses are associated with recreation and the outdoors, such as retail that caters to hikers, cyclists, kayakers and other outdoor enthusiasts. Mixed-Use C is also a location identified as a gateway into downtown, which could take cues from the design elements of Skyline Drive and the Blue Ridge Parkway in terms of its stone work and landscaping.

#### • MIXED-USE D

As shown on the proposed Land Use Plan, Mixed-Use D is located in the eastern portion of Waynesboro. Mixed-use development

here would flank Commerce Avenue, the once thriving central business corridor of the former Basic City. Basic City was formed in 1891 and existed as a separate city from Waynesboro until 1923 when the two cities were consolidated. The corridor is suitable for commercial uses and various housing types. To revitalize Commerce Avenue, the plan calls for a mixed-use development. Proposed uses could include public parks, restaurants, convenience retail and a variety of housing types.

#### • MIXED-USE E

As shown on the Land Use Plan Mixed-Use E, is positioned between single family residential development and intensive commercial uses close to the city's western gateway at I-64 and US 340. The mix of uses in these areas will be a limited amount of retail or service uses, compact residential development and some office. Mixed-Use E is envisioned to accommodate transitional uses.

#### • MIXED-USE F

As shown on the Land Use Plan, Mixed-Use F is located between the Waynesboro Town Center and the existing industrial and office uses which include the PGI and nTelos facilities. The area is accessible from signalized intersections on Route 340 / Rosser Avenue and enjoys high visibility from I-64.

The mix of uses in Mixed-Use F will emphasize employment centers (office, light industrial and flex-space) and permit the expansion of retailing consistent with the developing Waynesboro Town Center. Light industrial uses, primarily fabrication and assembly, will be of the most benign nature, housed in attractive buildings with no air or water discharge permit requirements, no visible outdoor storage and limited visible process structures such as silos.

In addition to conventional office space, flex-space is permitted. Flex-space buildings are generally located in business or industrial parks and can be appointed in variable amounts devoted to office, light industrial, research or limited warehousing. The buildings are designed to allow for ready conversion from one use to another to meet changing tenant needs. Waynesboro would limit the amount of warehousing in any particular building either by total square footage or by percentage of the building space. General warehousing and distribution would not be permitted.

General commercial uses will include support services for employees in the area and mid-size and larger retailers as found in the existing Waynesboro Town Center. Fast food restaurants and auto-oriented uses, however, will be discouraged.

Access and traffic management are key concerns for the continued development of this area. Currently, there are two signalized intersections on Route 340 / Rosser Avenue, one at Shenandoah Village Drive and one at a private street of the Waynesboro Town Center, that provide access to this area. An additional point of ingress and egress, such as the extension of Shenandoah Village Drive to the east, is crucial for future development of the area.

Carefully master planning and site planning must ensure compatibility among neighboring uses consistent with the quality currently established by the Waynesboro Town Center, the offices of the Swille Group, PGI and the nTelos facilities. In addition, noted environmental concerns, especially related to the Coiner Springs water supply, must be addressed. Residential uses are not contemplated for this area.

### Commercial Areas and Corridors

To complement downtown and support revitalization efforts, the

Due to its considerable length, the Issues and Opportunities Report is not repeated herein in its entirety, but the following is a summary of the city's opportunities and constraints for land use, transportation, character and the environmental and natural resources as listed in that report.

### LAND USES

- There is opportunity for development and redevelopment based on the availability of land.
- The balance among various uses needs to be addressed, especially with commercial development.
- Existing, but closed, industrial plants present issues and opportunities for redevelopment.
- There is an opportunity to attract industrial development in certain areas close to the highway and rail track, where sizeable pieces of land are available.
- The downtown area presents opportunities for redevelopment to become the true center of the city.
- There are opportunities for redevelopment and revitalization of some key areas, east of the river and along certain corridors, as examples.
- There is an opportunity to create more mixed-use development in the city.
- School capacity and expansion and the creation of new schools need to be addressed with projected growth.
- Certain new residential developments are relatively bland and do not reflect a recognition of the region's and city's unique natural setting and architectural heritage.
- Parks, open spaces and the South River need to be connected via greenways.
- Retain highway commercial / large-scale retail in the areas of the city's southwest quadrant.
- Develop denser residential and offer more types of housing.
- Create new neighborhoods with a better sense of place, including suitable community amenities.

### TRANSPORTATION

- Waynesboro has excellent connectivity in the region, access to major interstates and has the opportunity to promote itself as a destination and attract visitors.
- There is good interconnectivity of streets in the older parts of the city where there is an established grid network, but there are issues with connectivity in new, fringe areas of Waynesboro.
- There are concerns regarding traffic congestion at Rosser Avenue and the Waynesboro Town Center.
- Although there is sufficient parking in downtown, it may not be managed properly, or may not be in the appropriate locations.
- There is an opportunity to increase the connectivity of bicycle and pedestrian routes by retrofitting existing roads and mandating that all new roads incorporate bike lanes, crosswalks and sidewalks.
- There is an opportunity to provide bicycle and pedestrian connectivity to major destinations outside the city.
- Pursue adopted plans such as the Greenway Master Plan and Capital Improvement Plan.

### COMMUNITY CHARACTER

- Waynesboro has an opportunity to promote its history.
- The lack of investment in downtown is threatening some of the key historic buildings that will affect the character of downtown.
- There is an opportunity to identify gateways and entrance corridors into Waynesboro.
- Basic City possesses abundant character, but there is a lack of reinvestment in its neighborhoods and Commerce Avenue.
- The nature of new development on the city's fringes, connectivity, timing and urban design concern citizens.
- Four centers for the arts and heritage in Waynesboro have opportunities to attract visitors: the Waynesboro Heritage Museum, the Shenandoah Valley Arts Center, the Artisans Center of Virginia and the Pat Moss Museum.
- There is opportunity for additional events and programs that will attract more visitors on a regular basis to Waynesboro.

### ENVIRONMENT & NATURAL RESOURCES

- Flooding is an issue due to natural flooding of the South River.
- There is an opportunity to address stormwater issues.
- Accurate mapping of wetlands is an issue to understanding which areas to preserve.
- The existing Virginia Department of Game and Inland Fisheries' Urban Trout Fishing Program is an opportunity to attract visitors to Waynesboro.

### Community Character

Waynesboro's character is defined by its small town feel, appearance and history. This character is visible in the architecture of the city's built environment. Waynesboro's Main Street and Wayne Avenue possess a great deal of character in the historic buildings which line its improved streets. Also defining the character of Waynesboro are historic areas and buildings found in the older neighborhoods. The city's early neighborhoods such as the three Streets neighborhood south and west of downtown, Fort Republic Road neighborhood, Waynesboro's best preserved predominantly African American community, and the Waynesboro Downtown Historic District have homes and buildings dating to the 19th century. The plan calls for strengthening and protecting these neighborhoods through community programs designed to maintain the existing fabric.

### Gateways

Gateways are opportunities to weave local history, landscaping, public art and architectural styles into points of transition to designated areas. Incorporating landscaping, streetscape and architecture that respects historical, natural and cultural elements unique to Waynesboro is one of the keys to making these places memorable and interesting. The plan designates six primary gateways that announce one's arrival into the city and another two secondary gateways that similarly signal to residents and visitors know that they have entered downtown. Primary gateways identified on the proposed Land Use Plan are: I-64 at US 340; I-64 at VA 624; US 250 near the Crozet Tunnel; US 250 near the city's western boundary; VA 254 near the city's northern boundary; US 340 near the city's northern boundary.

Secondary gateways that mark one's entrance into downtown are located along the river at Main Street and at the western intersection of Broad Street and Main Street. Both are shown on the plan.

### Parks, Open Space and Greenways

Waynesboro and the surrounding area boast a variety of splendid natural features, including nearby mountains, the South River, parks and open spaces that afford its residents enviable lifestyles and attract visitors. The plan respects this existing parkland and open space and calls for new parks, dispersed geographically throughout the city and connected by a system of greenway trails. Key new parks include the following:

- A new signature park in downtown that takes advantage of its location on the river
- The former landfill to create a space for passive recreation and open space
- The Bruchheim property
- In the northern and western areas of the city

Furthermore, parks and open space are to be included in new commercial developments and within industrial areas, especially along the river. Through the creation of the signature downtown park, greenway trails along the river, and parkland in industrial areas, the plan suggests that Waynesboro play up its riverfront to further strengthen the role of the river in enhancing recreation and defining the city's identity.

Connecting these parks and open spaces within Waynesboro for hikers and cyclists will be a key function of the enhanced greenway system. The plan builds on the current greenway plan and envisions greenways providing connectivity between the river, activity centers for office and retail, residential neighborhoods and a variety of recreational facilities. A segment of new greenway is proposed along East Main Street in eastern Waynesboro to connect to the historic Crozet Tunnel, recognizing that regional connectivity from places within the city to regional natural features and attractions is essential.

